Province of
British Columbia

B.C. Police Commission Annual Report 1985/86

Review of the Year

●

Crimes in British Columbia

●

Police Academy

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Citizen Complaints

●

Municipal Police Boards

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British Columbia Cataloguing in Publication Data

British Columbia Police Commission.
Annual report. — 1980; 1981/82–

Report year ends Mar. 31, 1981/82–
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1. British Columbia Police Commission — Periodicals.
2. Police — British Columbia — Periodicals.

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The Honourable Robert Rogers,
Lieutenant-Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

The Annual Report of the British Columbia Police Commission for the period April 1, 1985 to March 31, 1986 is respectfully submitted.

BRIAN R.D. SMITH
Attorney General

Office of the Attorney General
December 1986

The Honourable Brian R.D. Smith, Q.C.
Attorney General of British Columbia
Parliament Buildings
Victoria, B.C.

DEAR MR. SMITH:

I have the honour to submit to you the Annual Report of the British Columbia Police Commission for the fiscal year 1985/86 pursuant to the provisions of Section 10 of the *Police Act*, S.B.C. 1974, chapter 64.

Yours truly,

MALCOLM A. MATHESON
Chairman
British Columbia
Police Commission

December 1986

(604) 660-2385

BRITISH COLUMBIA POLICE COMMISSION
405, 815 Hornby Street, Vancouver, B.C. V6Z 2E6

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REVIEW OF THE YEAR

Crime and other offence trends in B.C.

The overall crime rate in the province in 1985 was virtually unchanged over the previous year (decrease of 0.06%). This compares to a decrease of almost 2% in 1983 and 1% in 1984. The property crime rate dropped by 1.2% while the crimes-against-persons rate increased by 3.7%.

This pattern appears to be consistent with national trends. Statistics Canada reported that in 1985 the crimes-against-persons rate in Canada increased by 4.9% while property crimes decreased by 0.8% with an overall crime rate increase of 1.3%.

As in previous years, rates per capita decreased very slightly while the total volume of crime remained constant or, in some categories, increased slightly. The volume of crimes-against-persons increased by 4.6%, crime against property decreased by 0.2% and the total crime volume increased by 0.3% in 1985.

The province of British Columbia continued to have the highest crime rate in Canada (excluding the Territories). The rate per 1000 population for British Columbia in 1985 was 131.6 compared to the national rate of 85.8. Victoria and New Westminster have the highest crime rates in Canada for all municipalities with a population over 40,000. Vancouver ranks the highest for municipalities with a population over 250,000.

With reference to the persons charged with crimes, there was a 6.8% decrease in the number of adults charged and an increase of 19% in the number of young offenders processed (either charged or treated informally). These changes are primarily due to the inclusion of 17 year olds as young offenders commencing April 1 1985. Previously 17 year olds were processed as adults in this province.

Drug offences showed a slight decrease in 1985, with a drop of almost 3% for cannabis offences and a 21% reduction in restricted drug offences. Heroin offences increased by 37% while cocaine offences remained the same as the 1984 figure.

Criminal Code traffic offences continued to decrease in 1985 over the previous year (4.1%). Provincial statute traffic offences dropped by 11.6%, due in part to a change in enforcement strategy and public adherence to seat belt legislation.

Staff Changes

There were several changes in personnel in the fiscal year:

Mr. Richard M. Macintosh was appointed as a member of the Commission October 15, 1985 for a term of three years. Mr. Macintosh had recently retired from the Canadian Armed Forces with the rank of Lieutenant-Colonel after a most distinguished career.

Ms. Mary Saunders, barrister and solicitor, was re-appointed as a member of the Commission on a part-time basis for another year to January 1, 1987. She continues to serve as a Director of the Justice Institute of British Columbia.

Inspector Noel Larkin completed his term as Executive Officer at the Commission on 31 March, 1986 and was promoted to the position of Superintendent, Vancouver Police Department, Patrol North. He was replaced by Inspector Jack Crich who joined the Commission for the two-year secondment from his previous position as Officer in Charge, Planning and Research, with the Vancouver Police Department.

Mr. Frank Letkeman, formerly Director of Data Services, Ministry of Attorney General, joined the staff of the Commission in December 1985 as Executive Officer. Mr. Letkeman comes to the Commission with long experience as a police officer and 15 years in data processing.

JUSTICE INSTITUTE OF BRITISH COLUMBIA: POLICE ACADEMY

Experience has shown that one of the major yet less obvious or tangible benefits to be derived from this Academy is that police officers from different departments who attend the same training courses together are better able and prepared to work with one another on joint forces operations, major incidents, routine enquiries and investigations, than those who are trained in the relative isolation of their own departments. This spirit of co-operation is fostered throughout recruit and advanced training where last year in addition to the twelve municipal departments served, a special effort was made to provide as many positions as possible to members of those police related agencies with whom they work, namely the RCMP, Ports Canada Police, Canadian Pacific Police, B.C. Rail Police, Conservation Service, Canada Customs and Canadian Armed Forces Security Branch.

The Academy was able to further promote this training model at the national level through arrangements made for 134 municipal police personnel to attend senior management and specialist courses at the Canadian Police College, Ottawa during that period.

Peace Officers Basic and General Training Programs

The most significant challenge of the year involved the training of the largest block of recruits since the inception of the Justice Institute in 1978, namely Classes 32 and 33 consisting of sixty-seven members, most of whom represented the special intake of additional manpower by Vancouver Police Department for Expo 86. Despite their numbers offset by a lean instructor ratio, class discipline, deportment, attitude and performance was most commendable, reflecting favourably on the quality of recruit selection as well as the commitment of both students and instructors. Among these recruits were the first two policewomen hired by Ports Canada Police.

By contrast, Class 31 with seventeen members who completed Basic Training in September 1985, were the beneficiaries of more individual guidance and instruction and as a result set a new record for marksmanship in firearms training with a class average of 96.56%.

Classes 28, 29 and 30 returned for Block IV training in their second year of service. This four week program provides further theoretical and practical training exercises to complement their level of street experience. Eleven constables who entered policing through the exemption process who had already come together the previous year as a special Block IV class (27A), completed their Block V program. Their maturity and depth of previous police experience ranging from four to twelve years, made them an exceptional class whose positive feedback on course content was perhaps the most relevant method of evaluating the effectiveness of Blocks IV and V training.

This was by any standard a banner year for both the Basic and General Training resulting in 11351 student training days.

Advanced Programs

The demand for a wide range of in-service training not only in those well established programs that are considered essential building blocks in a career development process, but in response to changing conditions, prompted the development and introduction of several new courses.

In order to meet the growing need for mid-management training to complement or as an alternative to the Senior Police Administration Course at the Canadian Police College, the Police Managers Program was developed and conducted, based on the RCMP model. At the Academy this course is divided into three modules, the first two weeks of which are devoted to management theory followed by an applied assignment during a five week interval back in the work place. The last module requires a return to the classroom for a final week during which candidates present and share assignments for discussion, future action plans and adjudication. This split format ensures

that candidates take back and apply the knowledge and skills acquired during the course and holds them accountable for the outcome.

Through a cost sharing formula with the Canadian Police College, arrangements were made to conduct two one-week Microtechnology Familiarization courses in Vancouver. This course designed for police officers required to utilize computers or supervise others engaged in computer operation is short on theory with heavy emphasis on practical hands-on training. By bringing this CPC course to the west coast it was possible to accommodate thirty-two candidates, which it would require five years to accomplish through normal seat allocation at the CPC.

A refresher course for negotiators who handle hostage and barricaded persons was designed and conducted. This course relies primarily on highly realistic simulation exercises conducted at a downtown hotel using professional actors. Appropriate stress is injected as each candidate takes a turn both as principle and back-up negotiator.

Another new program involved police-media liaison for those police officers who are assigned or frequently work with the media. Here again the emphasis was on simulated interviews both radio and television utilizing local media reporters with opportunity for video feedback, discussion and critique.

Other new initiatives include an officer survival program utilizing simulated incidents with actors; AIDS seminars in response to concerns regarding the handling of such cases, and a series of seminars throughout the province in conjunction with the RCMP "E" Division Training Branch to acquaint all police officers with major revisions to the Criminal Code contained in Bill C-18.

This was a most challenging and productive year generating 5,333 student training days.

Research, Development and Assessment

After the initial success of a pilot Career Development Center held during the summer, two programs were offered on a self-nominated basis two evenings a week for five weeks. Based on the Assessment Center concept, the Career Development Center is designed for police officers who, on their own initiative, wish to enhance their professional knowledge and ability. Aimed at those aspiring to first level supervision, exercises are designed to elicit behaviour in dimensions deemed critical to successful performance at that level. The method of asssessment used in both peer and self-appraisal involving written and situation testing together with video monitoring. In order to effectively perform peer assessment, candidates receive formal assessor training, which in itself is a valuable asset when it comes to every day observation of behaviour in the work place. At the conclusion of this program candidates not only receive a summary of their performance identifying strengths and weaknesses, but are provided with a suggested program of training and education aimed at self improvement.

To assist in the selection of courses at colleges and universities, a Police Officers Continuing Education Calendar was compiled and published. This publication not only serves as a useful guide to students concerning relevant courses of value to the police profession, but can serve as a basis on which individual police departments formulate a tuition reimbursement policy.

The first edition of a Canada wide police Roll Call Training Tape catalogue compiled by this section was circulated to delegates attending the annual Police Educators Conference in Newfoundland. This initiative has already triggered requests from New York City for a copy of our Child Car Restraint training tape and from police in New Zealand for the *Young Offenders Act* video produced by the Justice Institute. Other new productions during the year include police contact and response to hearing-impaired persons and a tape on Oriental Gangs.

This section is responsible for the management of a highly successful Graduate Student Field Placement program involving students from Simon Fraser University. During the past year two students spent thirteen week practicums with the Academy, one conducted a field evaluation of our Crisis Intervention training program, while the other undertook an evaluation of the School

Liaison training program. Both assignments provided significant data contributing to the redesign of these two areas of training.

Fourteen Assessment Centers and a heavy demand for promotion exams services to municipal departments made this an exceptionally busy year for this small section.

General

Instructional services were provided to municipal departments involved in Reserve Training, while the reload operation at the Academy produced in excess of 600,000 rounds of .38 special ammunition primarily for the Reserve/Auxiliary training program throughout the Province.

The firearms staff undertook the testing of Armoured Car personnel in the Lower Mainland to determine their competency in the use of handguns. Driver Training staff provided a practical driving program for Sheriffs and Court Services Staff at Cranbrook and Prince George. A member of the Academy was principal instructor for a series of weekend seminars for 500 Citizen Crime Watch patrol members conducted at the Justice Institute.

Total student training days for the year — 16,684 represents an increase of 15% over the previous year — 14,401, while cost per student training day — $88.23 were reduced by 11% from $98.75 the year before.

CRIME AND OTHER STATISTICS

A selection of statistics describing the total volumes and rates of crimes and other offences reported to, or detected by, the police in the province in 1985 compared to 1984 is given in the tables below. Persons charged data, police strength and caseload ratios, estimates of police costs and statistics on police use of firearms are also provided. The tables are self-explanatory and no commentary is included. Remarks on crime trends and other statistics are made, however, in the Review of the Year section.

In previous years this report included data on offences and other statistics in terms of the police agency concerned and also, in appendices, for each municipality in the province. The inclusion of these data has been discontinued beginning with this year's report, primarily because they have become readily available elsewhere.

It should be mentioned also that while offence data give an indication of one aspect of the work of the police, they do not necessarily provide a good measure of the actual number of offences occurring in our society. The volume of crimes-with-victims depends largely on the rate at which the offences are reported to the police, and the volume of many other offences depends a great deal on the resources and enforcement policies of the police (e.g., drug offences and traffic offences). Both reporting rates and enforcement policies vary to some degree over time and from place to place.

Table 1. Offence[1] Volumes in 1985 and Percent Change Over 1984

Offence Category	1984	1985	% change
Crimes:			
— against the person	31,342	32,801	4.6
— against property	244,265	243,707	− 0.2
— other crimes	103,373	103,973	0.5
Sub-total	378,980	380,481	0.3
Federal drugs	11,830	11,817	− 0.1
Other federal	5,535	6,569	18.7
Provincial statutes	23,431	20,230	−13.6
Municipal by-laws	22,592	25,043	10.8
Total	442,368	444,140	0.4

[1] Excluding traffic offences.

Table 2. Offence[1] Rates per Thousand Population in 1985 and Percent Change Over 1984

Offence Category	1984	1985	% change
Crimes:			
— against the person	10.9	11.3	3.7
— against property	85.3	84.3	− 1.2
— other crimes	36.1	35.9	− 0.6
Sub-total	132.3	131.5	− 0.6
Federal drugs	4.1	4.1	0.0
Other federal	1.9	2.3	21.1
Provincial statutes	8.2	7.0	−14.6
Municipal by-laws	7.9	8.7	10.1
Total	154.4	153.6	− 0.5

[1] Excluding traffic offences.

Table 3. Persons Charged With Crimes Volumes in 1985 and Percent Change Over 1984

Crime Category	Adults Charged		Young Offenders Charged		Young Offenders Treated Informally		Total Young Offenders Charged or Treated Informally	
	No.	% change	No.	% change	No.	% change	No.	% change
Against persons	8,463	8.0	915	59.9	773	26.1	1,688	58.1
Against property	23,414	− 9.1	11,175	24.7	6,031	− 0.3	17,206	14.7
Other crimes	8,555	−12.6	1,719	44.4	3,560	21.6	5,279	28.2
Total	40,432	− 6.8	13,809	28.8	10,364	8.1	24,173	19.0

Table 4. Specific Crime Volumes in 1985 and Percent Change Over 1984

Crime	1984	1985	% change
Total Homicide	110	117	6.3
Attempted Murder	106	82	−22.6
Total Sexual Assault	2,782	3,304	18.8
Total Other Assaults	24,518	25,696	4.8
Total Robbery	3,243	3,139	− 3.2
Total Break, Enter and Theft	60,782	59,150	− 2.6
Total Motor Vehicle Theft	11,025	11,893	7.8
Total Theft over $200	58,682	58,901	0.3
Total Theft under $200	94,540	95,877	1.4
Total Fraud	15,922	14,518	− 8.8
Total Offensive Weapon	2,348	2,290	− 2.4
Possession of Stolen Property	3,314	3,368	1.6

Table 5. Traffic Offence Volumes in 1985 and Percent Change Over 1984

Offence Category	1984	1985	% change
Criminal code	33,668	32,317	− 4.1
Provincial statute	864,885	764,351	−11.6
Other	22,476	28,855	28.4
Total	921,029	825,523	−10.4

Table 6. Police Strength, Police/Population and Police/Caseload Ratios in 1985 and Percent Change Over 1984

	1984	1985	% change
Provincial population	2,865,100	2,892,377	1.0
Authorized strength[1]	4,572	4,634	1.4
Population/police[2]	627	624	− 0.5
Police/population[3]	1.5	1.5	0.0
Crimes/police[4]	82.9	82.1	− 1.0
Traffic offences/police[5]	201.4	178.1	−11.6

[1] As at December 31, 1985.

[2] Number of citizens per member.

[3] Number of members per 1,000 citizens.

[4] Number of criminal code offences per member.

[5] Number of federal, provincial and municipal traffic offences, excluding parking, per member.

Police Use of Firearms

Under the *Police Act* Firearm Regulation, police forces are required to report all shots fired by police members in the line of duty. An analysis of the statistics and comparison with the previous year is given in the following table:

Table 7. Shots Fired in 1985 and Percent Change Over 1984

Statistics	1984	1985	% change
Total fired	318	278	−12.6
No. of members involved	164	153	− 7.2
Fired intentionally	310	270	−13.0
Fired unintentionally	8	8	0
Persons injured	5	3	−40.0
Persons killed	3	1	−66.0
Animals killed	246	185	−25.0
Estimated property damage	$5,653	$1,742	−69.0

Police Costs

An analysis of estimated police costs in the province in terms of police agency and level of government is given in the table below. It should be emphasized that it is difficult to accurately determine police costs because of different budgeting practices in the various municipalities and the fact that some of the municipalities contract for the service while others maintain independent police departments.

Table 8. Estimated[1] Cost[2] of Provincial and Municipal Police Services in British Columbia in Fiscal Year 1985/86 and Percent Change Over 1984/85

Police Service	Municipal $	Municipal % change	Provincial $	Provincial % change	Federal $	Federal % change	All levels $	All levels % change
RCMP								
— Provincial (Rural)			67.0	+ 4.8	44.6	+ 0.3	111.6	+ 3.3
— Municipal	102.7	+20.5			20.8	+ 5.0	123.5	+17.6
— Sub-total	102.7	+20.5	67.0	+ 4.8	65.4	+ 3.3	235.1	+10.2
Independent Mun.	99.9	+ 5.5					99.9	+ 5.5
Total	202.6	+12.6	67.0	+ 4.8	65.4	+ 3.3	335.0	+ 8.7

[1] The estimations are approximate since municipalities vary as to the cost items they include in police budgets: e.g., capital costs, by-law enforcements, etc.

[2] In millions of dollars.

CITIZEN COMPLAINTS

Procedure

The *B.C. Police Act*, enacted in 1974, provides for the right of any citizen to have a complaint against a police officer investigated and resolved. A process of four stages is provided: firstly, there is an attempt to resolve the matter informally provided the complaint is not so serious that it is required to be dealt with immediately as a criminal investigation. Approximately eighty percent of citizen complaints are resolved informally. If informal resolution fails, the citizen may then request a formal police investigation, and in some cases, a police disciplinary hearing will be held. The complaining citizen has the right to carry the complaint beyond the police enquiry stage to citizen bodies — first the local Police Board and finally the British Columbia Police Commission. The Act also provides for the Attorney General to order an independent investigation of complaints into police actions.

In 1981, a Supreme Court of Canada decision made uncertain the provincial authority regarding public complaints against members of the Royal Canadian Mounted Police (RCMP). Amendments to the *Royal Canadian Mounted Police Act*, which envisage a joint federal-provincial complaints review system, were introduced to Parliament but have not as yet been debated or passed into law.

In the interim, the Attorney General and the RCMP have agreed upon a procedure to review the investigation of complaints against members of the RCMP in British Columbia. This procedure provides that if, after the formal investigation has been completed by the Internal Investigation Section of the RCMP divisional headquarters, the complainant indicates in writing that he or she is not satisfied with the results the Commanding Officer, "E" Division, will forward to the Attorney General of British Columbia the complete file for review and recommendation. The file will include a full disclosure of the history of the complaint, the attempts to resolve it, and the resulting action. Should the Attorney General not agree with the investigation, he will refer it back to "E" Division Headquarters for clarification or further action.

Amendments

1) *B.C. Police Act*

In 1985, the B.C. legislature approved an amendment to the *B.C. Police Act* which gives discipline authorities the discretion to refuse to investigate or further investigate a complaint for one or more of the following reasons:

39.1 (a) the complaint is deemed to be frivolous, vexatious, not made in good faith, or concerns a trivial matter;

(b) the conduct complained of primarily affects a person other than the complainant and the complainant does not have sufficient personal interest in the subject matter of the complaint; and

(c) the complainant knew or ought to have known more than 6 months before making the complaint, of the act or omission to which his complaint refers.

A procedure to review the Chief's decision is also included in the amendment.

This amendment was considered necessary in order to provide a means for departments to screen complaints which do not merit or warrant investigation. A number of such cases are received by every department each year, and if they were required to be fully investigated in every instance the cost in time and money would lessen the ability of the department to deal with serious complaints.

The Act still requires, however, that an attempt at informal resolution be made for every complaint. This is to ensure that complaints are not refused without some effort on the part of the police to consider their merit or attempt to resolve them.

2) *Royal Canadian Mounted Police Act*

In 1985 the Commission was also asked to consider provisions in *Bill C-13 (An Act to Amend the R.C.M.Police Act)* concerning the establishment of a Public Complaints Commission and a procedure for receiving and investigating citizen complaints.

Comments on the bill were provided to the Attorney General. It is anticipated that the *R.C.M.Police Act* will be amended in 1986.

Citizen Complaint Form

Experience with the complaint process and the results of audits of municipal forces have convinced the Commission of the need to standardize the way complaints against the police are recorded. In 1985 a draft of a proposed complaint form was circulated to all police boards and municipal police forces for comment. Although support for a form was not unanimous, the Commission is proceeding to design a final form. It will be provided to municipal police forces for voluntary implementation in 1986.

Access to the Public

In order to ensure that complainants have access to information about the citizen complaint process, the Commission has confirmed a policy of accepting collect telephone calls to either the Vancouver or Victoria offices of the Commission.

Complaint Statistics

An analysis of the complaints received against members of the municipal and RCMP forces in the calendar year 1985 is given respectively in Tables 1 and 2 on the following page. The total number of complaints remained virtually the same as the previous year (decrease of one case or 0.3%).

Analysis of Complaints Received by the Commission

A review of the Commission files for 1985 shows that there were 104 new contacts to the Commission by persons requesting assistance on complaints or enquiring how to initiate complaints against the police. Of the 104 new contacts:

—44 concerned complaints against the Royal Canadian Mounted Police,

—59 concerned complaints against municipal police, and

—1 concerned complaints against police members but it was unknown what police departments were involved.

—24 were 1st complaints,

—14 were requests for information,

—27 were requests for assistance,

—24 were copy correspondence,

—11 were Form 9's filed, and

—4 were refusals to investigate.

—for 45 complaints the information was acknowledged and filed,

—for 25 complaints the information was acknowledged and forwarded to Police,

—for 32 complaints the information was acknowledged and advice was given,

—for 2 complaints they were referred to the Police Services Branch of the Ministry of Attorney General.

Table 1. Public Complaints Against Members of Municipal Police Departments in 1985[1]

Police Agency	Total No.	Type[2]				No. of Police	Policy Duty Section				Action Taken			Appeals	
		Excessive Force	Disrespectful Behav.	Neglect of Duty	Other		Uniform Patrol	Detective	Traffic Duty	Other	Informally Resolved	Not Proceeded With	Formal Invest.	Public Inquiry	Police Commission
C/Saanich	1	—	—	—	1	1	1	—	—	—	1	—	—	—	—
Delta	35	3	—	8	24	37	30	4	—	3	22	—	12	2	—
Esquimalt	8	3	4	—	1	12	12	—	—	—	4	2	2	—	—
Matsqui	3	1	2	—	—	6	6	—	—	—	1	1	1	—	—
Nelson	Nil	—	—	—	—	—	—	—	—	—	—	—	—	—	—
New West	18	8	10	3	2	24	21	—	2	1	7	2	9	—	—
Oak Bay	3	1	—	—	2	4	3	—	—	1	2	1	—	—	—
Port Moody	9	3	3	1	2	12	12	—	—	—	4	3	2	—	—
Saanich	10	—	4	1	6	11	4	—	1	5	8	—	2	—	—
Vancouver	174	38	93	43	—	279	203	17	29	30	61	9	77	—	—
Victoria	22	8	8	3	6	32	20	7	2	3	14	3	4	1	—
West Vanc.	9	—	2	—	7	10	8	—	1	—	7	2	—	—	—
Totals	292	65	126	59	51	428	320	28	35	43	131	23	109	3	—

[1] Analysis according to British Columbia *Police Act*, Secs. 37-47 incl.
Source: Form 11.

[2] The total slightly exceeds the total number of complaints because some incidents were of more than one type.

Table 2. Public Complaints Against Members of the R.C.M.P. in 1985[1]

Agency	Total	Type						Findings			Action Taken		
		Excessive Force	Attitude Conduct	Abuse of Authority	Police Policy	Service to Public	Other	Founded/ Substantiated	Unfounded Unsubstantiated	Under Investigation	Informally Resolved	Formally Resolved	Under Investigation
R.C.M.P.	830	87	414	32	37	34	226	173	563	94	565	171	94

[1] Includes statutory offences, complaints about the quality of investigations conducted by members and responses to calls for assistance.

MUNICIPAL POLICE BOARDS

Under the provisions of the B.C. *Police Act*, 1974, every municipality of more than 5,000 persons is required to provide policing for the purposes of adequately enforcing municipal by-laws, criminal laws and laws of the province. If a municipality chooses to have its own municipal police force, a board of five persons must be established to govern it and ensure that policing is properly provided.

In British Columbia there are twelve police boards which are established in accordance with this provision.

A Police Board consists of five persons, with the mayor of the municipal council (who is automatically appointed to the board as chairman), one person appointed by city council, and three persons appointed by provincial cabinet through order-in-council. The initial term of appointment is limited to a period of four years with a maximum of six years of successive appointment. Appointments are generally staggered and made for varying duration in order to avoid more than one position becoming vacant at one time.

In July 1985 the *Police Act* was amended to allow boards to add two additional members to be appointed by order-in-council. This amendment will facilitate the amendments to the complaint process whereby two board members are required to hear appeals from decisions to refuse complaints. It also provides an opportunity for boards to expand membership as required to undertake special projects or establish working sub-committees.

Responsibilities of Police Boards

Where established, a police board is in effect the employer of the municipal police force. The duties of the board include:

1) the establishment of the municipal police force consisting of a chief constable and other constables and employees the board considers necessary to provide policing in the municipality;
2) the preparation of budget estimates required to operate the police force, the formulation of rules governing the administration of the police force and the efficient discharge of duties by its members;
3) the negotiation of a collective agreement with the police union;
4) initiating and conducting research studies or investigations respecting law enforcement, crime prevention, police and policing within its municipality; and
5) acting as a disciplinary tribunal for the purpose of conducting public enquiries into citizen complaints against police members or hearing appeals from internal discipline charges.

Activities of Boards during 1985/86

Police boards meet at least once a month to consider matters of importance and interest to their police department. In addition, boards are often involved in activities which concern municipal, regional and provincial policing issues.

Some matters considered by police boards during 1985/86 are as follows:

— the integration of police support services (e.g., identification squads in the greater Victoria area);
— development of a 911 emergency telephone system for Greater Victoria;
— the acquisition of a fingerprint computer (PRINTRAK) for use by municipal police departments and the Royal Canadian Mounted Police in British Columbia.
— the establishment and administration of a policy governing the payment of rewards;
— the development of a "Citizen Complaint Form" for use by municipal police departments; and

— amendments to the *RCMPolice Act* concerning the receipt and handling of citizen complaints against members.

Regional police board workshops were held in the lower mainland and the Greater Victoria areas during the fiscal year. These workshops were attended by board members, the B.C. Police Commission and the Assistant Deputy Minister, Police Service Branch.

Board Membership

The following is a list of the twelve municipal police boards, the members serving and changes during 1985/86:

Municipality	*Serving March 31, 1986*	*Changes in 1985/86*
Central Saanich	Mayor Ron E. Cullis James K. Bracken Hugh M. Miller	Gail C. Bones — Resigned Alan M. Nicholls — term expired
Delta	Mayor Ernest Burnett *J.B.M. Ivens R. Green Merrilee Harris	R. Stewart — term expired
Esquimalt	Mayor Ken Hill Thomas E. Kirk F. Boddy B. McKenzie B. Price	A.D. Speirs — term expired
Matsqui	Mayor Harry DeLong *John Friesen George Peary Alan Rowley J.A. Robertson	no change
Nelson	Mayor Gerald Rotering *Tim W. Jay W.H. Hall Alan J. Burch George Kozak	Mayor L. Maglio — changed by municipal election. Reginald Brown, N. Best, K. Raschdolf, T. Sheppard — terms expired.
New Westminster	Mayor Thomas Baker *George P. Cassady James W. Cox Herbert Hamm Doreen Nelson	no change
Oak Bay	Mayor Susan Brice *Donald A. Farquhar Kenneth M. Hanson June C. Preston Edmond A. Semens	Mayor T.D. Watts — changed by municipal election.
Port Moody	Mayor D. Driscoll *Gordon C. Mitchell Edward Coles Kenneth Keeping Norman A. Patterson	no change

* Council appointee.

Municipality	*Serving March 31, 1986*	*Changes in 1985/86*
Saanich	Mayor Mel Couvelier *Daniel Koenig Gary W. Howell David Watkins David Wilson	no change
Vancouver	Mayor Mike Harcourt *Allan J. Hunter Abtar Berar Kathleen Keating David D. Wilson	no change
Victoria	Mayor Gretchen Brewin *Colin K. Campbell Pamela A. Murray Cedric Steele Donovan W.M. Waters	Mayor P. Pollen — changed by municipal election.
West Vancouver	Mayor Derrick Humphreys *James H. Humphreys David R. Hildreth Warren H. Downs Anne Pearson	Dale Cochlin — term expired. Daniel B. McIntyre — resigned.

* Council appointee.

RECOGNITION OF MERIT

Police Honours Night was held on November 28, 1985 at Government House in Victoria. On this occasion awards were presented by the Honourable Robert G. Rogers, Lieutenant-Governor of British Columbia, and the Honourable Brian Smith, Q.C., Attorney General, to nineteen police members. These members — eighteen from the R.C.M.Police and one from the Matsqui Police Service — were selected by a committee of the B.C. Association of Chiefs of Police for having performed outstanding acts of bravery, service while on assignment, or service to the community.

A special award was also presented to each of the last three serving police members who were also members of the B.C. Provincial Police. The Provincial Police was replaced by the Royal Canadian Mounted Police as the provincial force on August 15, 1950.

A list of police members who were presented with awards and the three ex-members of the B.C. Provincial Police is given below:

Matsqui Police Service

Constable Robert Wilkinson

Royal Canadian Mounted Police

Constable James Baker
Constable James Barron
Constable Robert Stenhouse
Constable Darrell Bellamy
Constable Paul Snow
Constable Walter Burns
Constable John Kennedy
Constable Andrew Lamb
Constable John McDougall
Constable David Otterman
Constable Laurier Roland Cadieux
Constable Craig Gates
Constable Phillip Morris
Constable Dale Hanson
Constable Brian Kelly
Constable Thor Kuchta
Constable Andrew Lathem
Constable Peter Sharp

Ex-Members of the B.C. Provincial Police

Inspector Lew Dempsey
Superintendent Doug Westover
Constable Jack McCaig

PRIVATE INVESTIGATORS AND SECURITY AGENCIES ACT APPEALS

The B.C. Police Commission is responsible to hear appeals held pursuant to the *Private Investigators and Security Agencies Act* of British Columbia. Such appeals are from the decisions of the Registrar of this Act to suspend or cancel a licence, or to refuse to issue or re-issue a licence to a individual or security business in British Columbia. The statistics for 1985/86 are given in the following table:

Table 1. Private Investigators and Security Agencies Act appeals heard by the B.C. Police Commission in 1985/86

Type of Licence	Number of Applications	Appeals Heard	Allowed	Not Allowed
Security Employee Licence	16	16	2	14
Security Business Licence	3	3	—	3
TOTAL Licences	19	19	2	17

MUNICIPAL POLICE AUDITS

Section 5 Audits

Section 5, subsection 3 of the *Police Act* authorizes the B.C. Police Commission to inspect the records, operations and systems of administration within the twelve independent municipal police forces in British Columbia. The objective is to determine whether a department discharges its responsibilities effectively, whether the community is receiving an adequate level of police service and whether the training, development and general supervision of police personnel is satisfactory. Representation from police associations and submissions by them to audit teams are considered an integral part of this process and exemplify the professionalism that modern policing demands.

Three departments were audited in the past fiscal year:

(1) Victoria Police Department — July, August, September 1985.

(2) Vancouver Police Department (Patrol North Division) — December 1985 to January 1986.

(3) Port Moody Police Department — February/March 1986.

Many recommendations of an organizational and operational nature emanated from the Audits. These recommendations are being considered for implementation by the individual police departments which will contribute to the continuous upgrading of police services throughout the province.

Uniform Crime Reporting (U.C.R.)

The Commission continues to play an important role in the uniform crime reporting programs for police departments. These programs are the basis for the collection of standardized police operational and administrative data in Canada which are maintained by the Canadian Centre for Justice Statistics in Ottawa. Uniform Crime Reporting ensures that statistics concerning crime rates, clearance rates and police caseloads are directly comparable from one department to another. One of the executive officers is a member of several committees which oversee the operation of these programs.

In response to concerns expressed by the British Columbia Association of Chiefs of Police, the B.C. Police Commission has undertaken the regular auditing of crime reporting since 1978. All independent municipal police departments are audited once a year, which is unique to this province. The standards used for classifying offences into reporting categories are those established by the Justice Statistics Division of Statistics Canada.

During the 1985/86 fiscal year, U.C.R. audits were conducted on the following departments:

Esquimalt P.D.	— April 9/10, 1985
Saanich P.D.	— May 21, 22, 1985
Vancouver P.D.	— September 4/5, 1985
Matsqui P.D.	— October 7/8, 1985
New Westminster P.D.	— November 19/20, 1985
Central Saanich P.D.	— December 3, 1985

Due to other commitments, the audits for Oak Bay, Port Moody, Nelson and Victoria were rescheduled to the 1986/87 fiscal year.

A vast improvement has been noticed in statistical reporting by most police departments. Where scoring errors are prevalent, these can usually be directly related to the quality of the investigations. Better case management should eventually help to reduce errors to a minimum.

INQUIRIES AND RESEARCH STUDIES

Video Policy Inquiry

An inquiry into policies and procedures pertaining to the use of video equipment in police investigations was commenced at the request of the Attorney General. The need for the study arose from the concerns by various agencies and the general public that a proper balance be maintained between effective police investigation of serious and often organized crime and the right to the privacy and anonymity of law abiding citizen. The report, expected in the next fiscal year, will provide an analysis of the issue and make appropriate recommendations concerning legislation, policies and procedures.

Comparative Police Strength and Caseloads

In conjunction with the audit of the operations of the Victoria Police Department, a report was prepared comparing Victoria and three other B.C. municipalities with respect to a number of statistics. Comparisons with Toronto and Winnipeg data were also included where possible. The measures included total police service cost trends, staff strength trends, caseload trends, clearance rate trends, and overtime and sick rate trends.

Victims of Crime Policy Development

The police across the province have been seeking better methods of assisting victims of crime and providing the courts with more information concerning the harms victims suffer. The research director of the Commission served on the Legislative Issues Subcommittee of the Federal Provincial Working Group on Justice for Victims of Crime and prepared an analysis of two central concerns of the Committee: the status and rights of victims in the criminal process and compensation by the offender to the victim as a criminal sanction. Papers were also presented at the 1985 Congress on Criminal Justice in Vancouver on the topic of victim rights and at the Fifth International Symposium on Victimology in Zagreb, Yugoslavia on the topic of compensable criminal harms

Police Use of Firearms

A review of ammunition standards was commenced under Sec. 3(2) of the Police Firearm Regulation. The purpose of the study is to determine whether the ammunition supplied for and used in an authorized police firearm is adequate for police operational requirements.

OTHER ACTIVITIES

Police Act Amendments

The following amendments to the B.C. *Police Act* were approved by the legislature in June, 1985:

1) a new provision for the appointments of auxiliary constables by the Attorney General;
2) a new provision to allow discipline authorities to refuse to investigate complaints that are determined to be: a)frivolous or vexatious, b) third party complaints; or c) complaints that are more than six months old (a procedure to review the discipline authorities decision by two members of the police board is also included);
3) additional provisions concerning when "in-camera" meetings may be held by boards and the Commission;
4) a new provision to allow the Attorney General to assist Auxiliary Constables with costs of criminal proceedings which result from some action in connection with the performance of their duties as Auxiliary Constables.
5) a new procedure for the disposal of property in the custody of the provincial force; and
6) provision to allow police boards to expand from five to seven members.

Additional amendments to the Police Act and Discipline Regulations are under consideration.

Computer Technology

The development of computer technology in police operations continued in 1985-86. The Commission has concerns, however, about the expansion in the use of such technology without full consideration for the compatability of these systems so that information may be readily exchanged. The need to exchange operational police data is of major importance in law enforcement, and compatibility becomes one of the prime concerns in the development of new systems.

Additionally, smaller police departments cannot afford the cost of developing their own systems and are therefore being encouraged to share systems with a major police department. The first phase of this initiative is the implementation of the R.C.M.Police Information Retrieval System (P.I.R.S.), at the New Westminster Police Department. Three other municipal police departments have expressed an interest in implementing P.I.R.S.

The Commission will be providing assistance and advice to the municipal police departments in their progress towards automation.

Provincial Police Commissions Symposium

Planning commenced for the Eleventh Annual Symposium to be held in Victoria September 23-26, 1986. Delegates are expected from each of the other six provincial Police Commissions in Canada and from the Ministry of Solicitor General, Law Enforcement Branch, Alberta.

Commission Activities Planning

An analysis of the general aim, major objectives and methods of the Commission as provided for in the Police Act was prepared as a basis for systematic planning of priorities, future activities and staff assignments.

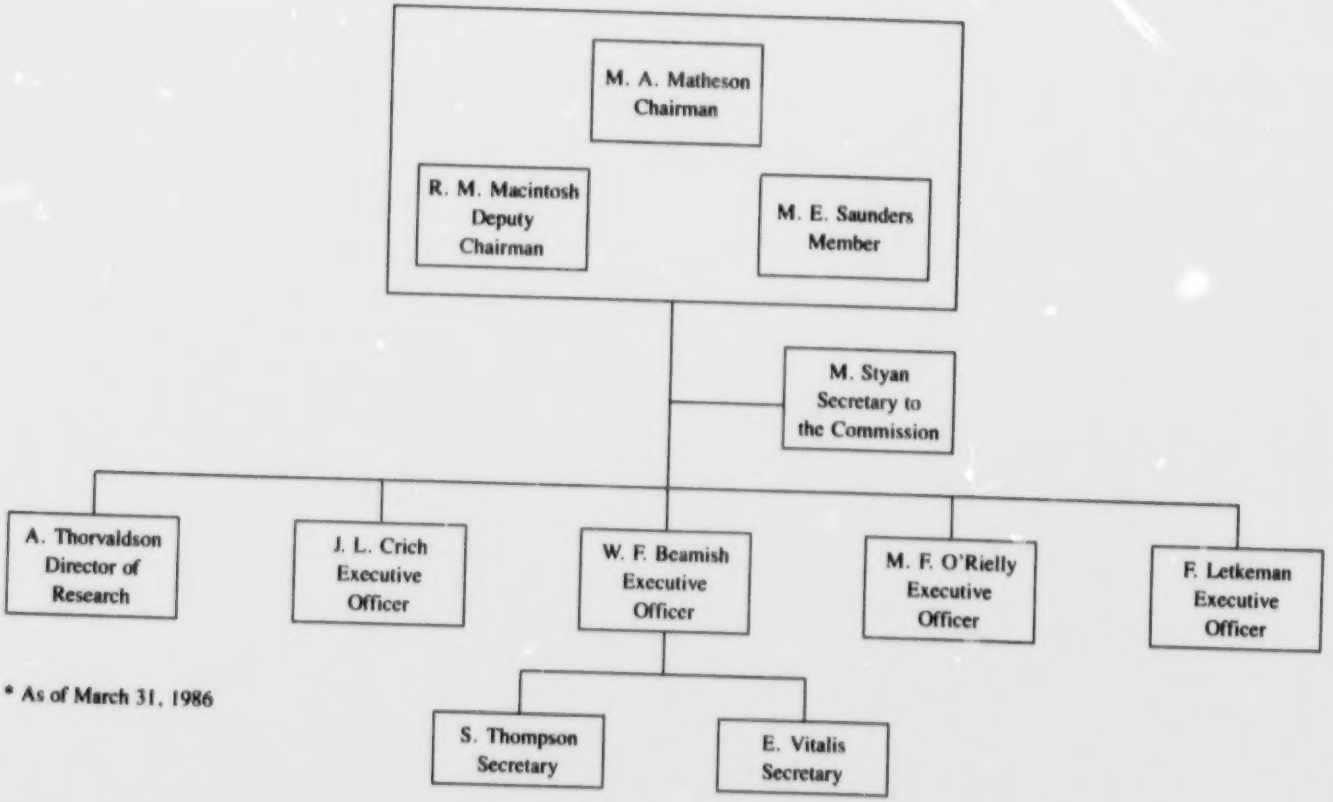
FINANCIAL STATEMENT FOR FISCAL YEAR 1985/86

Account No.	Account Name	Expenditure
01	Salaries — Established	$113,258
02	Salary Protection (Pensionable)	1,893
03	Employee Benefits	20,963
07	Board & Commission Fees & Expenses	34,025
10	Travel Expenses — Government Employees	12,694
15	Communications	16,685
20	Professional Services	96,377
25	Data & WP Supplies & Expenses	386
30	Office Expenses	9,245
50	Utilities, Vehicle Operation	16,349
56	Office Furniture & Equipment	1,914
	TOTAL	$323,789

1984/85 Expenditure: $270,207

British Columbia Police Commission

ORGANIZATION CHART



* As of March 31, 1986